

## 1.0 CHAPTER 1 PURPOSE AND NEED

### 1.1 Introduction

#### The BLM Mission: Multiple Use and Sustained Yield

The Bureau of Land Management (BLM), an agency under the U.S. Department of the Interior (DOI), is responsible for the administration of approximately 253 million surface acres of public lands and their associated resources. The BLM is also responsible for the administration of approximately 700 million acres of subsurface mineral estate (or “split estate,” which is where the surface acres are managed or owned by other governmental agencies, groups, or by private individuals). These public lands make up approximately 13 percent of the total land surface of the United States, and more than 40 percent of all land managed by the Federal government (please visit: <http://www.blm.gov> for more information on the BLM). In Colorado, the BLM manages approximately 8.4 million acres of public lands (along with approximately 29 million acres of subsurface mineral estate) (Please visit: <http://www.blm.gov/co/st/en.html> for information on the BLM in Colorado).

In accordance with the Federal Land Policy and Management Act (FLPMA) of 1976 (43 United States Code [USC] 1701 et seq.), the BLM is responsible for the balanced management of public lands and resources, and their various values, so that they are considered in a manner and combination that best serves the needs of the American people. Management is based upon the principles of:

**Multiple Use** -- the management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some, or all, of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and non-renewable resources, including, but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit output; and

**Sustained Yield** -- the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the public lands consistent with multiple use (Sec. 103 USC 1702).

As required by the FLPMA, as well as by BLM policies and guidelines, the public lands must be managed in a manner that protects the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; and that, where appropriate, will:

- preserve and protect certain public lands in their natural condition;

- provide food and habitat for fish, wildlife, and domestic animals;
- provide for outdoor recreation and human occupancy and use; and
- recognize the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands [Sec. 102 43 USC 1701 (a)(3)].

## **A Resource Management Plan**

The FLPMA (43 USC 1712 [a]) requires that the BLM “develop, maintain, and when appropriate, revise land use plans” in order to guide management decisions for public lands within a specific Planning Area. A Resource Management Plan (RMP) is based upon an analysis of an area's resources, existing management, and potential alternative management. RMPs are issue-oriented and developed by an Interdisciplinary (ID) Team with input from local, State, Native American tribal, and other Federal governments and agencies; interested groups and organizations, and the general public.

The BLM has 3 principal levels of land use planning decisions: 1) the RMP level; 2) the activity level; and 3) the site-specific level. The RMP establishes guidance, objectives, policies, and management actions; and addresses issues within the Planning Area identified through interagency, intergovernmental, and public scoping efforts. RMPs focus on establishing broad resource objectives and direction while, at the same time, providing some activity-level guidance and site-specific decisions. RMPs build upon the history of land and resource management with the Planning Area. RMPs also evaluate and, if necessary, update existing management plans related to the Planning Area (including, but not limited to: Fire Management Plans, Allotment Management Plans, Habitat Management Plans, Cultural Resource Management Plans, and plans covering recreational designations and uses).

Specifically, RMPs (including RMP Revisions and RMP Amendments) contain 2 types of land management decision: Land Use Decisions and Implementation Decisions:

**Land Use Decisions** -- These broad-scale decisions guide future land management actions and subsequent activity-level and site-specific implementation decisions. Land use decisions fall into 2 categories: Desired Outcomes (Goals and Objectives) and Allowable Uses (Management Actions) designed to achieve the Desired Outcomes:

**Desired Outcomes (Goals and Objectives)** -- RMPs must identify desired outcomes expressed in terms of specific goals and objectives. Goals and objectives direct the BLM's actions in most effectively meeting legal mandates; numerous regulatory responsibilities; national policy (including the DOI Strategic Plan goals); State Director guidance [see 43 CFR 1610.0-4(b)]; and other resource or social needs. Desired Outcomes should be identified for, and pertain to, resources (such as natural, biological, and cultural), resource uses, (such as energy and livestock grazing), and other factors (such as social and economic conditions). Definitions of goals and objectives are:

**Goals.** - Goals are broad statements of Desired Outcomes (such as to maintain ecosystem health and productivity, promote community stability, and ensure sustainable development) that, usually, are not quantifiable.

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**Objectives.** - Objectives identify specific Desired Outcomes for resources. Generally, objectives are quantifiable and measurable, and may have established timeframes for achievement (as appropriate).

**Allowable Uses and Management Actions** -- After establishing Desired Outcomes (Goals and Objectives), the BLM identifies Allowable Uses (land use allocations) and management actions for different alternatives that are considered necessary in order to achieve the Goals and Objectives. Definitions of allowable uses and management actions are:

**Allowable Uses.** - RMPs must identify uses, or allocations (for surface lands and/or in relation to subsurface mineral interests), that are allowed, restricted, or prohibited (such as mineral leasing, locatable mineral development, recreation, timber harvesting, utility corridor development, and livestock grazing) set in place in order to meet goals and objectives. RMPs also identify lands where specific uses are excluded in order to protect resource values. Certain lands may be designated as Open or Closed to specific uses based upon legislative, regulatory, or policy requirements or criteria designed to protect sensitive resource values. An RMP must set the stage for identifying site-specific resource use levels. (Normally, site-specific use levels are identified during subsequent implementation planning or during the permit authorization process.) The RMP must identify reasonable development scenarios for allowable uses in order to enable the orderly implementation of future actions.

**Management Actions.** - RMPs must identify the actions considered necessary in order to achieve Desired Outcomes, including actions designed to maintain, restore, or improve land health. These actions include proactive measures or criteria that will be applied in order to guide day-to-day activities occurring on public lands. RMPs must also establish administrative designations (such as ACECs); recommend proposed withdrawals and land tenure zones; and recommend or make findings of suitability for congressional designations [such as components of the National Wild and Scenic River (WSR) System].

**Implementation Decisions** -- Generally, implementation decisions constitute the BLM's final approval allowing on-the-ground actions to proceed. These types of decisions require site-specific planning and environmental analysis in accordance with the NEPA. They may be incorporated into Implementation Plans (Activity Level or Site Specific Plans) or they may exist as stand-alone decisions.

In the development of RMPs, the FLPMA (Section 202) directs the BLM to:

use and observe the principles of multiple use and sustained yield;

use an interdisciplinary approach to integrate physical, biological, economic, and other sciences;

give priority to designating and protecting Areas of Critical Environmental Concern (ACECs);

rely, to every extent possible, on an inventory of public lands, their resources, and other values;

consider present, and potential, uses of public lands;

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consider the relative scarcity of the values involved, and the availability of alternative means and sites for realizing those values;

weigh long-term benefits to the public against short-term benefits;

provide for compliance with applicable local, State, and Federal tribal pollution control laws, standards, and implementation plans; and

coordinate the land use inventory, planning, and management activities of public lands with land use planning and management programs of other agencies.

An RMP determines resource allocations on the BLM-managed public lands, and the BLM must evaluate the kinds and amounts of uses in order to ensure that management strategies will sustain the area's goals, standards, and objectives in a balanced manner. Not every activity can be conducted on every acre of land; therefore, RMP decisions identify major actions, limitations, and restrictions deemed necessary in order to maintain balanced land and resource values.

Examples of the types of decisions that are made as part of the RMP planning process include, but are not limited to:

**Vegetation** -- Identify Desired Future Conditions for vegetative resources, including the desired mix of vegetative types, structural stages, and landscape and riparian functions; and provide for native plant, fish, and wildlife habitats. Identify the actions and area-wide use restrictions necessary in order to achieve desired vegetative conditions.

**Cultural Resources** -- Identify area-wide criteria or site-specific use restrictions that apply to special cultural resource issues, including traditional cultural properties that may affect the location, timing, or method of development or use of other resources within the Planning Area. Identify measures to proactively manage, protect, and use cultural resources. Identify areas of traditional Native American interest that may require additional native consultation prior to approval of future land impacting projects.

**Fish and Wildlife** -- Describe existing and desired population and habitat conditions for major habitat types that support a wide variety of game and non-game species [acknowledging the State's role in managing fish and wildlife and working in close coordination with the Colorado Department of Wildlife (CDOW)]. Identify actions and area-wide use restrictions necessary in order to achieve desired population and habitat conditions while, at the same time, maintaining a thriving natural ecological balance and multiple-use relationships.

**Special Status Species** -- Identify strategies and decisions designed to conserve and recover plants, animals, fish, and avian species listed in the BLM category of Special Status Species. [This category covers Threatened and Endangered Species (TES) as listed by the U.S. Fish and Wildlife Service (USFWS), along with BLM Sensitive Species, as determined by the Colorado BLM State Director.]

**Recreation** -- Identify the recreation activities that can be allowed, and that are compatible with other resources, on BLM-managed public lands within the Planning Area.

**Off-Highway Vehicle (OHV) Use** -- All public lands must be designated as “Open,” “Limited,” or “Closed” to OHV’s [43 Code of Federal Regulations (CFR) 8342.1].

**Lands and Realty** -- Identify lands that are available for disposal, provided that they meet the criteria provided in the FLPMA (Section 203 and 206) or other statutes and regulations. Identify criteria under which acquisitions of land would occur. Identify proposed withdrawal areas or those areas where existing withdrawals may be revoked. Identify where, and under what circumstances, land use authorizations (such as major leases and land use permits) may be granted.

**Fluid Minerals (Oil and Gas, Geothermal Resources, and Coal)** -- Identify areas open to leasing, subject to the terms and conditions of the standard lease form. Identify areas open to leasing, subject to major constraints, such as No Surface Occupancy (NSO) stipulations. Identify areas closed to leasing.

**Solid Minerals** -- Identify areas open or closed to mining, mineral material disposal, and non-energy leasing. In open areas, identify any area-wide terms, conditions, or other special considerations necessary in order to protect land and resource values.

**Special Management Areas/Special Designations** -- Consistent with the goals, standards, and objectives for the Planning Area, designate ACECs, Research Natural Areas (RNAs), Wilderness Study Areas (WSAs), and Wild and Scenic Rivers (WSRs). Identify goals, standards, and objectives for each area, as well as general management practices and uses (including necessary constraints and mitigation measures).

## **An Environmental Impact Statement**

The NEPA [Section 102(2)(C)] and the Council on Environmental Quality (CEQ) regulations for implementing NEPA [40 CFR 1500-1508] require Federal agencies to prepare an Environmental Impact Statement (EIS) for major Federal actions that could significantly affect (impact) the environment. A tool for decision-making, an EIS identifies potential beneficial (positive) and adverse (negative) impacts (including short-term, long-term, direct, indirect, and cumulative impacts) that could occur as the result of the implementation of proposed management actions.

RMPs, due to their broad nature and large scope, significantly affect the human environment; therefore, they are accompanied by EISs. The analysis conducted for an EIS considers a comprehensive range of potential management alternatives that provide for various levels of resource protection, as well as for recreational opportunities, potential leasing and development of mineral resources, range management/livestock grazing, and other land use activities. An EIS associated with an RMP identifies and analyzes the potential environmental consequences (impacts) of implementing each proposed management alternative and identifies appropriate measures designed to mitigate those impacts.

## **1.2 The Kremmling Field Office DRMP/DEIS**

In accordance with the FLMPA and the NEPA, as well as with all other applicable laws, rules, policies, standards, and guidelines, the KFO has prepared this DRMP/DEIS.

The DRMP/DEIS addresses future land and resource management options, and the potential environmental impacts that may result from each of those options, for approximately 378,884 surface acres and approximately 2,240,775 subsurface acres of mineral estate administered by the KFO in Eagle, Grand, Routt, Jackson, Larimer, and Summit Counties, Colorado. Public lands managed by the KFO extend east to the Continental Divide, west to Steamboat Springs and Vail, south to Interstate-70, and north to the Wyoming border. This combined acreage (surface acres and subsurface mineral estate) is being analyzed as the “Planning Area” for the purposes of this DRMP/DEIS. The purposes of this document are to:

provide direction for managing BLM-managed surface acres, and the associated resources, as well as the subsurface mineral estate under the jurisdiction of the KFO; and

analyze the environmental impacts that could result from the implementation of the 4 alternatives proposed in the DRMP/DEIS.

The land use planning process is the primary tool that the BLM uses in order to manage resources, and to designate uses in relation to the public lands and their associated resources. This DRMP/DEIS has been developed in coordination with local, State, Native American tribal, and other Federal agencies and governments; as well as with commercial and private groups and organizations, and interested members of the public. This DRMP/DEIS incorporates new information and regulatory guidance that has been adopted since approval of the existing RMP (BLM 1984), and provides management direction where it may be lacking or requiring clarification in order to resolve land use issues or conflicts. Current management direction that has proven effective and, therefore, that requires no change, has been carried forward into the analysis for this DRMP/DEIS.

Initially, the KFO DRMP/DEIS was prepared in conjunction with the DRMP/DEIS for the neighboring Glenwood Springs Field Office (GSFO), which is now called the Colorado River Valley Field Office (CRVFO). This combined planning effort was an efficient way to complete the first stages of the planning process. However, given the complexity of the analysis, it was decided in December of 2010 that 2 separate documents, a DRMP/DEIS for the KFO and a DRMP/DEIS for the CRVFO, would be issued, and that the planning effort for the 2 Field Offices would continue as separate processes.

The majority of text in this DRMP/DEIS refers only to the planning process and analysis conducted for the KFO. In some cases, however, especially in this chapter, there are references to both the CRVFO and to the KFO. These references relate to the early stages of planning (such as combined processes related to scoping and public involvement opportunities) where both Field Offices were involved. These references have been retained in this DRMP/DEIS in order to provide continuity with the early steps in the planning process.

### **1.3 Overview of the DRMP/DEIS**

This DRMP/DEIS has been organized and formatted consistent with applicable NEPA/CEQ guidelines. The goal of this document is to provide the reader with a clear understanding of the proposed management alternatives, the environmental resources that may be affected (affected environment), the potential environmental consequences (environmental impacts), and the environmental review and evaluation process. The following are the chapter titles for this document and brief descriptions of the chapter contents:



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## VOLUME ONE

**Chapter 1 - Purpose and Need** -- This chapter provides and/or describes a brief overview of the DRMP/DEIS planning process; the Purpose and Need for the DRMP/DEIS; a description and brief history of the Planning Area; the agency and public scoping process; key issues identified during the scoping process; the planning criteria; and related plans and relevant laws, regulations, policies, standards, and guidelines that direct land management and the planning process for the BLM.

**Chapter 2 - Alternatives** -- This chapter describes potential management approaches or “alternatives,” and discusses the alternative development process. This document describes 4 proposed alternatives evaluated in detail in this DRMP/DEIS, including the No Action Alternative (Alternative A) and the Preferred Alternative (Alternative B).

**Chapter 3 - Affected Environment** -- This chapter describes the current physical, biological, human, and land use environments within the Planning Area. The description provides a baseline against which to compare the impacts of the various proposed management alternatives. The baseline described in this chapter represents environmental and social conditions and trends at the time this document was being prepared.

## VOLUME TWO

**Chapter 4 - Environmental Consequences** -- This chapter evaluates how, and to what extent, baseline conditions would be altered by each of the proposed management alternatives. Specifically, this chapter evaluates the impacts of the alternatives on the human and natural environment in terms of environmental, social, and economic consequences projected to occur as a result of the implementation of the proposed action alternatives. These changes are measured in terms of adverse (negative) and beneficial (positive) impacts, short-term and long-term impacts, direct and indirect impacts, and cumulative impacts.

**Chapter 5 - Consultation and Coordination/List of Preparers** -- This chapter presents the names and qualifications of the people responsible for preparing this DRMP/DEIS. It also describes the scoping and public comment process, agencies contacted, and government-to-government consultation conducted during the preparation of the DRMP/DEIS.

**Chapter 6 - References** -- This chapter provides full citation information for all references, published and unpublished, cited in this document, as well as personal contacts used in developing this DRMP/DEIS.

## VOLUME THREE

**Glossary** -- This provides definitions for major terms used in the DRMP/DEIS.

**Appendices** -- The appendices provide supporting information for the chapters described above.

(NOTE: Potential decisions, and/or other discussions contained in this document, may refer directly to maps and figures. In fact, many potential decisions themselves are “map-based;”

therefore, the reader must rely on the text, maps, and figures taken together in order to fully understand the potential decisions described under each alternative.)

## **1.4 Description of the Planning Area**

### **Area Overview**

The KFO, headquartered in Kremmling, manages approximately 378,884 surface acres of public lands and approximately 2,240,775 subsurface acres in Eagle, Grand, Routt, Jackson, Larimer, and Summit Counties, Colorado. (See Figure 1-1, Location). Public lands managed by the KFO extend east to the Continental Divide, west to Steamboat Springs and Vail, south to Interstate-70, and north to the Wyoming border.

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### **Topography and Climate**

The Planning Area comprises 3 distinct topographic regions situated in the northern reaches of the Rocky Mountains of Colorado: North Park, Middle Park, and the Laramie River Valley.

North Park is an intermountain basin or park (considered a “topographic depression,” having a relatively flat interior surrounded by mountains). North Park is situated on the east side of the Continental Divide, and is the headwaters for the North Platte River. The lowest point in the park is 7,770 feet above sea level (on the North Platte River as it enters Wyoming). The average elevation for the basin floor ranges from between 8,000 feet to 8,500 feet. Most of the public lands in North Park are at elevations below 9,500 feet, and are located primarily in the central portion of the basin (BLM 1984b).

Middle Park differs from North Park, and traditional basins, in that its interior is mountainous. Middle Park is situated on the west side of the Continental Divide, and forms the headwaters for the Colorado River. The lowest point on the Colorado River within the Planning Area is 6,650 feet (near McCoy). Most of the public lands in Middle Park are also located in the central portions of the Park, at elevations between 7,000 feet and 9,500 feet (BLM 1984b).

The Laramie River region is located east of North Park, on the other side of the Medicine Bow Range. This region is a high mountain valley characterized by rolling foothills. The elevation in this part of the Planning Area varies from 7,700 feet (on the Laramie River at the Colorado/Wyoming border) to 8,500 feet on Bull Mountain (BLM 1984b).

Generally, the Planning Area’s climate is characterized by long, cold winters and short, cool summers with low to moderate precipitation. The precipitation varies throughout the area; however, it is closely correlated to the elevation. The park floor areas receive the least precipitation, with the quantity increasing as elevation increases. Generally, the prevailing winds are westerly; however, they are greatly affected by local topography.

Seasonal temperature ranges in the area are drastic. Summer temperature extremes may reach the upper 90s (Fahrenheit), while winter temperature extremes may go to -50<sup>0</sup> Fahrenheit (F). During the summer, higher elevation land may be 10 degrees, or more, cooler than the valleys or park floors. Winter inversions can cause the valleys to be much cooler than the surrounding



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higher areas. Daily fluctuations can be dramatic, especially during the early summer and early fall months. Daily temperatures may go from the 80s during the afternoon to near, or below, freezing (32°F) at night (BLM 1984b).

## **Inhabitation -- From Prehistoric to the Present**

### **Prehistoric**

The earliest signs of people in the Planning Area date from about 10,000 years ago. Occupation of the area in prehistoric times probably occurred only in the summer; however, this seasonal use has been continuous since people first began to populate central North America. This great span of time has been divided into 5 periods: Paleo-Indian, Plains Archaic, Late Prehistoric, Protohistoric, and Historic (BLM 1984b).

Kremmling is in an area that anthropologists refer to as the Northwest Plains; however, the ancient and protohistoric people came from 3 different cultural traditions: Great Basin, Plateau, and Plains. From whatever cultural tradition or time period they came, their use of the area was much the same. Seasonal hunting and gathering by small nomadic bands was the persistent, basic way of life until Euro-American culture overwhelmed the area (BLM 1984b).

The ancient climate was at first cold and harsh, then much warmer than it is today. After some years, the climate became harsh again, and then warm. The climate gradually evolved into the modern climate of long cold winters, short wet springs, and even shorter summer growing seasons. The prehistoric people adapted to this environment by staying away from the area in the winter, and entering it in small groups during the summer. These bands followed seasonal animal migrations into rich grazing lands during the warmer periods when other plant foods were also most abundant. The fleeting nature of game and useful plants called for small, close-knit bands of people, which gave them mobility, organization, and security (BLM 1984b).

### **Paleo-Indian**

The earliest people known on the Northwestern Plains were the Paleo-Indians, who date from before 6,000 B.C. Their time is divided into 3 cultural stages: Llano, Folsom, and Plano. The Paleo-Indians hunted mammoths and extinct species of bison. Grinding stones found in nearby Wyoming are evidence that they ate seeds and grain. They were hunter-gatherers, whose campsites indicate short periods of occupation by only a few individuals. Within the Planning Area, site locations are usually in park floor basins. There are no documented sites of the Llano or Folsom; however, Folsom points have been reported in both North Park and Middle Park. The Plano people used a wide variety of stone spear points. Several documented sites have been found within the Planning Area (BLM 1984b).

### **Plains Archaic**

The Plains Archaic Period (6000 B.C. to A.D. 500) is divided into the Early, Middle, and Late stages, which were characterized by a change to smaller weapons for hunting modern animals (such as the modern bison), and a greater dependence upon plant resources. Barricades and traps were built in order to drive game into killing areas, implying a more complex social organization and larger groups. Campsites have been found in the mountains, intermontane

basins, foothills, and plains. The Early Plains Archaic is best represented in the Indian Peaks region near Rocky Mountain National Park (BLM 1984b).

The Middle Plains Archaic in the Northwestern Plains is delineated by the McKean Complex, with distinct spear and lance points. Stone circle sites made their first appearance in the Middle and Late stages, with a wide variation in size and location. Their functions are largely a matter of conjecture, as most stone circles lack other cultural material. Most of the stone circle sites indicate use as anchors for lodge coverings, although some are too small for use as living areas. Possible functions could have included ceremonial uses; however, that has not been substantiated locally. The Late Plains Archaic is primarily characterized by the appearance of corner-notched projectile points, also evident within the Planning Area (BLM 1984b).

### **Late Prehistoric**

The last Prehistoric Period, with regard to the Planning Area, is the Late Prehistoric (A.D. 500 to 1800), which was characterized by the use of the bow and arrow for both large and smaller game. Bison hunting continued, with impoundments as well as jumps and traps being used. Pottery has been documented within the Planning Area (BLM 1984b).

### **Protohistoric**

The Protohistoric Period (circa A.D. 1820 to 1880) consists of historically known native peoples. The Utes, Arapaho, Cheyenne, Shoshone, Crow, Lakota, and Blackfoot were known in the area; however, the Utes were the principal occupants. The Utes had lived a Western Archaic lifestyle in the Great Basin to the west. They gathered in larger groups for game drives and traveled to the mountains during the summers, and south to the plateaus in the fall, living in small brush lodges and wickiups. The introduction of the horse around 1640 A.D. greatly altered their social organization, settlement, and subsistence patterns. Group size became larger, with their range of movement and dependence upon plant resources increasing. Contact with the Plains tribes led to use of tipis and other Plains customs. Firearms, tradebeads, and metal arrow heads were also acquired at this time (BLM 1984b).

During their movement through the Parks and on the Plains, the Utes encountered Euro-Americans in the early 1800s. Early contacts between Utes and these trappers resulted in mutual indifference (BLM 1984b; Lischka et al. 1979; Burney et al. 1978). The Ute Indians used the parks for hunting grounds. There were minor incidents, such as a "battle" at Independence Mountain in the early 1870s. In 1881, as a result of the Meeker Massacre of 1879, the Utes were removed to Utah, and the parks were opened to settlers for homesteading. North and Middle Parks were settled by farmers and ranchers during the 1870s and 1880s (BLM 1984b).

### **Historic**

The early history of Middle and North Parks is one of exploitation by fur trappers, from the 1820s through to the 1830s; trappers who left no known physical remains. Similarly, explorers like John C. Fremont in 1844, and Ferdinand V. Hayden in 1876, left no physical traces; however, they did assemble valuable journals describing their findings and experiences (BLM 1984b).

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Hot Sulphur Springs became the first permanent European settlement in 1860. In order to entice settlers and miners into the area, roads were built over Rollins Pass and Berthoud Pass. (The original wagon roads can still be seen in many areas within the Planning Area). Mining in North Park first occurred in 1870, with the Independence Mountain gold placers. In 1875, a small boom occurred at Lulu City, Gaskill, and Grand Lake (BLM 1984b). (The ruins of Lulu City and Gaskill are presently in Rocky Mountain National Park.)

Initially, North and Middle Parks were not fully developed due to an inadequate transportation system. In 1904, the Denver, Northwestern, and Pacific Railroad (the Moffat Road) reached Middle Park. (This is the present Denver and Rio Grande Western's line to Craig and Glenwood Springs.) The original Rollins Pass route of the Moffat Road is in the National Register of Historic Places. It was replaced in 1928 when the Moffat Tunnel was completed. North Park also got a railroad in 1912, when the Laramie, Hahn's Peak, and Pacific was completed to Coalmont, enabling North Park's small coal export industry (this railroad is the present-day Union Pacific line from Laramie to Walden. The Coalmont section has been abandoned) (BLM 1984b).

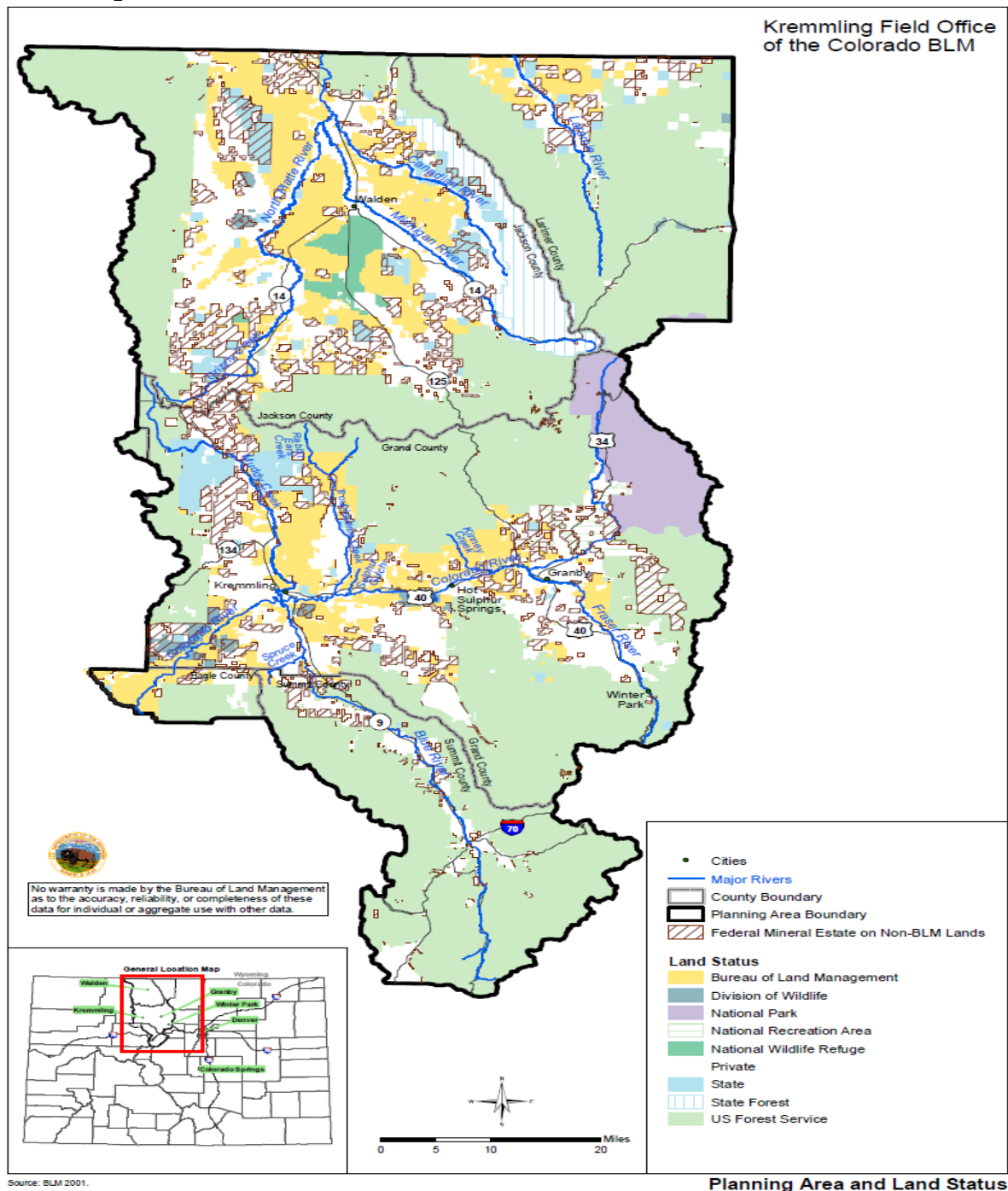
One of the by-products of the railroads was a timber industry. By the early 1900s, eastern Middle Park was heavily dependent upon the timber business. Mills were erected at towns such as Monarch (now under Lake Granby). The 1920s saw a slow but stable economy in North Park and in Middle Park. When the Fall River Road was completed through Rocky Mountain National Park, there was an influx of tourists to Grand Lake and to the Hozwarth Historic District (BLM 1984b).

Another major event during the 1920s and 1930s in the area was the continuation of major transmountain water diversion projects (made possible by increases in Federal government's public works funds). Physical remains of these projects can be seen in ditches, tunnels, and reservoirs. Green Mountain, Shadow Mountain, Williams Fork, and Lake Granby are all part of these diversion efforts. From 1940 to the present, Middle Park has seen steady growth, especially on the eastern side. The development of Winter Park as a Ski Resort in 1939 resulted in an influx of new visitors and businesses, and the opening of the Henderson Mine near Ute Pass in the late 1960s, resulted in an influx of workers to Kremmling, Hot Sulphur Springs, and Granby. North Park experienced an oil boom in the 1920s, which has continued to the present. Coal mining collapsed as an industry in the Planning Area in the 1940s. Currently, ranching and tourism continue to be the area's mainstays (BLM 1984b).

### **Planning Area Land Status**

The Planning Area is composed of lands administered by the BLM, the U.S. Forest Service (USFS), the National Park Service (NPS), the U.S. Fish and Wildlife Service (USFWS), the State of Colorado; as well as of lands owned by private individuals. The combined total acreage for the Planning Area is approximately 3,116,272 acres. Approximately 378,884 of those acres are managed by the KFO. (See Table 1-1 for a description of the land status within the Planning Area.) The total Federal subsurface mineral estate for the Planning Area is approximately 2,240,775 subsurface acres. (See Table 1-2 for the subsurface mineral status within the Planning Area.)

**Figure 1-1 Location  
Kremmling Field Office**



<b>Table 1-1 Land Status within the Planning Area</b>		
<b>Land Status</b>	<b>Acres</b>	<b>Percentage of Planning Area</b>
BLM	378,884	12 Percent
Colorado Division of Wildlife	21,217	Less Than 1 Percent
Colorado State Forest Service	73,595	2 Percent
National Park Service	97,500	3 Percent
Private	853,894	27 Percent
State	95,361	3 Percent
USFS	1,572,352	50 Percent
USFWS (National Wildlife Refuge)	23,468	Less Than 1 Percent
<b>TOTAL</b>	<b>3,116,272</b>	<b>100 Percent</b>

Source: BLM 2011

<b>Table 1-2 Mineral Status within the Planning Area</b>	
<b>Land Status</b>	<b>Acres</b>
BLM/Federal Minerals	378,397
Private Surface/Federal Minerals	230,248
USFS/Federal Minerals	1,489,514
State/Federal Minerals	18,652
National Park Service/ Federal Minerals	95,958
National Recreation Area/Federal Minerals	20,010
National Wildlife Refuge/ Federal Minerals	7,952
State Forest/Federal Minerals	44
<b>Total</b>	<b>2,240,775</b>

Source: BLM 2011

Management direction and actions outlined within this DRMP/DEIS apply to BLM-managed surface acres within the Planning Area (approximately 378,884 acres), as well as to the subsurface mineral estate (approximately 2,240,775 subsurface acres) that is under BLM jurisdiction, but owned and/or managed by other public and private entities. No specific measures have been developed for local, State, other Federal, or privately owned lands; however, given that these lands are interspersed with BLM-managed public lands, they may be influenced or indirectly affected by BLM-management actions. The BLM's management authority on lands with a split estate (where the surface is private, but the subsurface minerals are managed by the BLM) is limited to activities (both surface and subsurface) related to exploration and development of the minerals.

When leasing subsurface mineral estate, the BLM adopts the leasing requirements determined by the surface-management agencies, including the USFS, the NPS, and the USFWS. For example, lands managed by the USFS would have leasing decisions made in the appropriate land use plans developed by that agency. As the responsible surface land management agency,

the USFS would analyze the impacts associated with any proposed oil and gas leasing and development on National Forest System Lands, and, based upon that analysis, would or would not consent to leasing.

## 1.5 Purpose and Need for the DRMP/DEIS

The purpose of this DRMP/DEIS is to ensure that the public lands within the Planning Area are managed in accordance with the requirements of the FLPMA, the NEPA, and all other applicable laws, rules, regulations, policies, standards, and guidelines; as well as with the principles of multiple use and sustained yield. This will be accomplished by establishing Desired Outcomes (Goals and Objective) and the Allowable Uses and Management Actions necessary in order to achieve the Desired Outcomes for resources and resource uses. The DRMP/DEIS incorporates new data; addresses land use issues and conflicts; and specifies where, and under what circumstances, specific activities would be allowed on BLM-managed public lands within the Planning Area. The DRMP/DEIS does not describe how specific programs or projects would be implemented or prioritized; those decisions would be deferred to, and analyzed within, more detailed implementation-level planning.

The FLPMA [43 USC 1712 (a)] requires that the BLM “develop, maintain, and when appropriate, revise land use plans.” The NEPA [Section 102(2)(C)] requires Federal agencies to prepare an EIS for major Federal actions that could significantly affect (impact) the environment. This DRMP/DEIS is the first step in the planning process designed to provide an integrated plan that will guide future land use decisions and project-specific analyses for the Planning Area. The analysis contained within the DRMP/DEIS will aid the decision-maker in selecting a management alternative that will, upon additional input, analysis, and scoping, become the Approved RMP (Approved Plan). The Approved Plan will ensure the sustainability of important resources within the Planning Area (such as fish and wildlife habitats, air and water quality, scenic views, healthy vegetative cover, and soil stability) while, at the same time, providing for resource uses (such as motorized and non-motorized recreational activities, livestock grazing and range improvement activities, mineral exploration and development, and economic development opportunities).

This DRMP/DEIS revises the existing RMP for the KFO [the Kremmling RMP (BLM 1984b)]. Such RMP revisions are necessary if monitoring and evaluation findings, new data, new or revised policy, or changes in circumstances indicate that decisions for an entire RMP, or a major portion of an RMP, no longer serve as a useful guide for management. This DRMP/DEIS is needed in order to provide updated management direction to guide natural and cultural resource management activities within the Planning Area. There is a need to revise the KFO RMP (BLM 1984b) due to new issues and higher levels of controversy regarding issues that have arisen since the original plan was prepared in the 1980s. Major issues contributing to the necessity of revising the current RMP include several associated with the following resources and management areas:

**Recreation** -- in order to improve facilities, protect natural and cultural resources, provide a variety of opportunities, and to maximize socioeconomic benefits;

**Special Management Areas/Special Designations** -- in order to protect natural and cultural resources, and to maximize recreational opportunities and socioeconomic benefits;



**Energy Development** -- in order to protect cultural and natural resources, and to minimize user conflicts (especially with regard to oil and gas leasing);

**Vegetation** -- in order to reduce fuel loading, control and prevent noxious weeds, and to maintain a healthy forest ecosystem;

**Wildlife** -- in order to maintain and improve habitats while, at the same time, maintaining multiple-uses;

**Sagebrush Habitat** -- in order to reduce continued habitat loss and fragmentation; and

**Surface Water and Groundwater Resources** -- in order to maintain and improve habitat, improve water quality, protect drinking water sources, and to help meet and maintain local and regional water delivery compacts.

This DRMP/DEIS is also needed in order to allow for updated DOI- and BLM-management direction, guidance, and policy. New resource assessments and scientific information is available to help the KFO in updating and revising previous decisions. Specifically, there is a need to evaluate management prescriptions and resource allocations in order to address the increase in uses and demands within the Planning Area (such as increased recreation demand and use, and natural gas development); concerns over scenic quality and open spaces; as well as the increased interest in protecting natural and cultural resources. Routine amendments and maintenance actions are not adequate to address these changes. The DRMP/DEIS is needed in order to incorporate this new data and addresses land use issues, conflicts, and potential impacts; and to specify where, and under what circumstances, specific activities would be allowed on public lands under different management alternatives.

## 1.6 Current Land Use Plans

Current management policies and guidelines for the public lands managed by the KFO are directed by the:

**Kremmling RMP (1984b)** -- The Kremmling Resource Management Plan, approved in December of 1984, provides management direction to approximately 398,000 acres of BLM-managed public lands under the administrative jurisdiction of the KFO.

### Relationship to RMP Amendments and Implementation-level Plans

The current Kremmling RMP was developed in 1984. Since that time, it has been necessary to amend the Plan in order to respond to new issues and conditions. Implementation-level (activity-level) planning is directed by the RMP, DOI and BLM policy, and program-specific guidance. (See Table 1-3, which identifies approved RMP Amendments and Implementation-level Plans.)

**Table 1-3**  
**RMP Amendments and Implementation-level Plans**  
**RMP Amendments**

Amendments to the Kremmling RMP (BLM 1984b)
Amendment for Muddy Creek Reservoir (BLM 1991b)

**Table 1-3**

**RMP Amendments and Implementation-level Plans**

Amendment for Colorado Oil and Gas Leasing and Development (BLM 1991c)
Amendment for Standards for Public Land Health and Guidelines for Livestock Grazing Management in Colorado (BLM 1997b)
Final Resource Management Plan Revised ROD (BLM 1999d)
Amendment for Land Acquisition Land Use Priorities (BLM 2000a)
Amendment for Upper Colorado River Special Recreation Management Area (BLM 2000c)
Amendment for Designation of Energy Corridors on BLM-administered Lands in the 11 Western States (DOE and BLM 2008)
<b>Implementation-Level Plans</b>
Wolford Mountain Travel Management Plan (BLM 2005b)
2009 Northwest Colorado Interagency Fire Management Plan

## 1.7 Related Land Use Plans

Title II, Section 202 of the FLPMA requires the BLM to coordinate planning efforts with local, State, Native American tribal, and other Federal agencies and governments during the land use planning process. Specifically, RMPs and amendments must be consistent with officially approved or adopted resource-related plans of local, State, Native American tribal, and other Federal agencies and governments to the extent that such plans are consistent with laws, policies, rules, regulations, standards, and guidelines applicable to public lands (43 CFR 1610). Plans formulated by local, State, Native American tribal, and other Federal agencies and governments that relate to the management of public lands and resources within the Planning Area include the following:

### Federal Plans

Final Programmatic Environmental Impact Statement, Designation of Energy Corridors on Federal Land in 11 Western States (DOE and BLM 2008);

National Fire Plan (DOI and USDA 2000);

Final Environmental Impact Statement for the White River National Forest Land and Resource Management Plan (USFS 2002);

Routt National Forest Land and Resource Management Plan (USFS 1998);

Revised Land Use and Resource Management Plan, Medicine Bow National Forest (USFS 2003);

Arapaho National Wildlife Refuge Comprehensive Conservation Plan (USFWS 2004);

Fire Management Plan for the Arapaho National Wildlife Refuge, Walden, CO (USFWS undated); and

Rocky Mountain National Park Wilderness Management Plan (NPS 2001).

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## State Plans

CDOW Strategic Plan (CDOW 2006b); and

CDOW Data Analysis Unit Plans (CDOW, undated).

## Local Government Plans

North Sand Hills Master Plan (Jackson County 2007);

Eagle County Open Space Plan (Eagle County 1979);

Eagle River Watershed Plan (Eagle County 1996);

Eagle County Master Plan (Eagle County 2005a);

Eagle Area Community Plan (Town and County of Eagle 2008);

Grand County Master Plan (Grand County 2000);

Grand County Forest Management Plan for Roads and Rights-of-Way (Grand County 2008);

Summit County Countywide Comprehensive Plan (Summit County 2003); and

Summit County Lower Blue Master Plan (Summit County 2006).

## 1.8 Relationship to Laws, Statutes, Regulations, and Policies

In addition to all applicable laws, rules, regulations, policies, standards, and guidelines, the following specifically guide the development and analysis of Resource Management Plans. (NOTE: This is not an all-inclusive list. It is presented only to offer a representative list of the types of laws and policy that guide the management of the public lands.)

### Environmental Policy

**The National Environmental Policy Act (1969) (42 USC 4321 et seq.)** -- The National Environmental Policy Act (NEPA) established a national policy to maintain conditions under which people and nature can exist in productive harmony while, at the same time, fulfilling the social, economic, and other requirements of present and future generations of Americans. It established the Council on Environmental Quality (CEQ) in order to coordinate environmental matters at the Federal level, and to advise the President on such matters. Under the law, all Federal actions that could result in a significant impact on the environment are subject to review by Federal, State, local, and Native American tribal environmental authorities, as well as by affected parties and interested citizens. The NEPA requires systematic, interdisciplinary planning to ensure the integrated use of natural and social sciences and environmental design arts in making decisions about major Federal actions that may have a significant effect (impact) on the environment.

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**BLM Manual 1790 and Handbook H-1790-1 (NEPA Handbook)** -- The purpose of this Manual and Handbook are to help BLM personnel comply with the NEPA and the Council on Environmental Quality's (CEQ) NEPA regulations (40 CFR Parts 1500–1508).

**Executive Order (EO) 12088, Federal Compliance with Pollution Control Standards** -- This EO directs Federal agencies to comply with all applicable pollution control standards.

**EO 11514 (as amended by EO 11991), Protection and Enhancement of Environmental Quality** -- This EO directs Federal agencies to provide leadership in environmental protection and enhancement.

## **Land Use and Natural Resources Management**

**The Federal Land Policy and Management Act (1976), as amended (43 USC 1701 et seq.)** - This Act established the land management authority of the BLM, and provides guidance for how public lands and related resource values are to be managed by the BLM. The BLM manages public lands based upon the principles of multiple use and sustained yield. It requires that the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values be protected. Section 202(a) requires the development and maintenance, and, as appropriate, the revision of land use plans.

**The Carlson-Foley Act (1968) (42 USC 1241-1243)** -- This Act provides for the control of noxious plants on lands under the jurisdiction of the Federal government by permitting the appropriate State agency to enter such lands to destroy noxious plants.

**The Public Rangelands Improvement Act (1978) (43 USC 1901-1908)** -- This Act requires the BLM to manage, maintain, and improve the condition of the public rangelands so that they become as productive as feasible.

**The Federal Noxious Weed Act (1974), as amended by Sec. 15, Management of Undesirable Plants on Federal Lands (1990) (7 USC 2814)** -- This Act requires that each Federal agency designate a lead office and person trained in the management of undesirable plants, establish and fund an undesirable plant management program, complete and implement cooperative agreements with State agencies, and establish integrated management systems in order to control undesirable plant species.

**The Noxious Weed Control Act of 2004 [Public Law (PL) 108-412]** -- This Act establishes a program to provide assistance through States to eligible weed management entities to control or eradicate harmful, non-native weeds on public and private lands.

**The American Indian Religious Freedom Act (1978) (PL 95-341)** -- This Act requires Federal land managers to include consultation with traditional Native American or Alaska Native religious leaders in their land and resource management plans.

**The Taylor Grazing Act of 1934 (43 USC 315), as amended by the Act of August 28, 1937 (43 USC 1181d)** -- This Act introduced Federal protection and management of public lands by regulating grazing on public lands.

**The Wilderness Act (1974) (PL 88-577)** -- This Act provides management directions to protect Wilderness values and guides activities and permitted uses within these areas.

**The Wild and Scenic Rivers Act (1968), as amended (16 USC 1271 et seq.)** -- This Act provides for the development and management of certain rivers; authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

**The General Mining Law (1872), as amended (30 USC 22, et seq.), as amended by PL 108-447, Division E, Section 120 (30 USC 23 et seq.)** -- This Act provides for locating and patenting mining claims where a discovery has been made for locatable minerals on public lands in specified States, mostly in the western U.S.

**The Mineral Leasing Act (1920), as amended (30 USC 181, et seq.)** -- This Act provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semisolid bitumen, bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests but excluding those acquired under other acts subsequent to February 25, 1920, and those lands within the national petroleum and oil shale reserves. (Regulations for onshore oil and gas leasing are provided in 43 CFR Sec 3100.)

**The Healthy Forests Restoration Act (2003) (PL 108-148)** -- This Act authorizes the BLM and the U.S. Forest Service to conduct hazardous fuel reduction projects on Federal land in wildland-urban interface areas and on certain other Federal lands using expedited procedures.

**The Federal Land Exchange Facilitation Act (1988) (PL 100- 409, 102 Stat. 1086. 43 USC 1716)** -- This Act amended the FLPMA, and was designed to streamline land exchange procedures.

**The Federal Land Transaction Facilitation Act (2000) (PL 106-248)** -- This Act provides for the use of revenues from the sale or exchange of public lands identified for disposal under land use plans.

**The Recreation and Public Purposes Act (1926) (43 USC 869 et seq.)** -- This Act is a revision of the Recreation Act of 1926, in response to the public need for a nationwide system of parks and other recreational and public purposes areas. This Act authorizes the sale or lease of public lands for recreational or public purposes to State and local governments, and to qualified non-profit organizations. Examples of typical uses under the Act are historic monument sites, campgrounds, schools, fire houses, law enforcement facilities, municipal facilities, landfills, hospitals, parks, and fairgrounds.

**The Airport and Airway Improvement Act (1982) (PL 97-248)** -- This Act established the Airport Improvement Program, which provides grants to public agencies and, in some cases, to private owners and entities for the planning and development of public-use airports that are included in the National Plan of Integrated Airport Systems.

**The National Trails System Act (1968), as amended (16 USC 1241-1249)** -- This Act establishes a national trails system and requires that federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land

and Water Conservation Fund. The purpose of the Act is to provide the means for outdoor recreation needs of an expanding population and to promote the preservation of and access to outdoor areas and historic resources of the United States by instituting a national system of recreation, scenic, and historic trails, designating the Appalachian Trail and the Pacific Crest Trail as the initial components of the system, and prescribing the methods and standards by which additional components may be added to the system.

**The Energy Policy and Conservation Act (2000), as amended (42 USC 6217 et seq.)** -- This Act grants specific authority to the President to fulfill obligations of the United States under the international energy program; provides for the creation of a Strategic Petroleum Reserve capable of reducing the impact of severe energy supply interruptions; conserves energy supplies through energy conservation programs, and, where necessary, the regulation of certain energy uses; provides for improved energy efficiency of motor vehicles, major appliances, and certain other consumer products; provides a means for verification of energy data to assure the reliability of energy data; and conserves water by improving the water efficiency of certain plumbing products and appliances.

**The Federal Cave Resources Protection Act (1988) (16 USC 63)** -- This Act secures, protects, and preserves significant caves on Federal lands for the perpetual use, enjoyment, and benefit of all people and fosters increased cooperation and exchange of information between governmental authorities and those who use caves located on Federal lands for scientific, education, or recreational purposes.

**BLM Manual 1601 and Handbook H-1601-1 (Land Use Planning)** -- The purpose of this Manual and Handbook is to provide further guidance to BLM personnel on the requirements of Sec. 201 and 202 of the FLPMA, the BLM's Planning Regulations (43 CFR 1600), and the NEPA. This Manual is designed to help ensure that the public lands are managed in accordance with FLPMA (43 USC 1701 et seq.) and other applicable laws, rules, regulations, policies, and guidelines, under the principles of multiple use and sustained yield; in a manner that recognizes the Nation's need for domestic sources of minerals, food, timber, and fiber; and in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water, and archaeological values.

**BLM Manual 4180 and Manual H-4180-1 (Land Health and Rangeland Health Standards)** -- The purpose of this Manual and Handbook is to set forth the authorities, roles and responsibilities, and policies for developing and implementing land health standards on the National System of Public Lands in order to ensure sustainable public land health. Land health standards describe the minimum requirements for land health and are used to develop objectives in land use plans (H-16011).

**BLM Manual 8351 (Wild and Scenic Rivers)** -- This Manual provides BLM policy and program direction for the identification, evaluation, and management of wild, scenic, and/or recreational (WSR) river segments. It provides the line manager and program staff professional with specific policies related to WSR eligibility determination process, integration of WSR river studies within the resource management planning (RMP) process, WSR river protection and management, preparation of environmental analyses, legislative reporting, and other matters.

**EO 13112, Invasive Species** -- This EO directs Federal agencies to prevent the introduction of invasive species and to provide for control of invasive vegetation. It also directs Federal



agencies to minimize the economic, ecological, and human health impacts resulting from invasive vegetation on public lands.

**EO 13195, Trails for America in the 21<sup>st</sup> Century** -- This EO requires Federal agencies, to the extent permitted by law and where practicable, and in cooperation with Native American Tribes; States, local governments, and interested citizen groups, to protect, connect, promote, and assist trails of all types throughout the United States.

**EO 12548, Grazing Fees** -- This EO provides for the establishment of appropriate fees for the grazing of domestic livestock on public rangelands, and directs that the fee shall not be less than \$1.35 per animal unit month.

**EO 12898, Environmental Justice** -- This EO requires that Federal agencies address the environmental justice of their actions on minority populations and on low-income populations.

**EO 13084, Consultation and Coordination with Indian Tribal Governments** -- This EO directs Federal agencies to respect tribal self-government and sovereignty, tribal rights, and tribal responsibilities whenever they formulate policies that may “significantly or uniquely affect Indian tribal governments.”

**The Vegetation Treatments Using Herbicides on Bureau of Land Management Lands in 17 Western States Programmatic EIS (PEIS) (2007a) and the Vegetation Treatments on Bureau of Land Management Lands in 17 Western States Programmatic Environmental Report (PER) (2007b)** -- The PEIS analyzes the impacts of herbicide use on humans, plants, and animals, as well as other environmental and social resources associated with public lands.

## **Air Quality**

**The Clean Air Act (1990) (42 USC 7401, 7642)** -- The United States Congress passed the Clean Air Act in 1963, the Air Quality Act in 1967, the Clean Air Act Extension of 1970, and Clean Air Act Amendments in 1977 and 1990. The 1963 Clean Air Act relies on States to issue and enforce regulations regarding air pollution. Congress amended the Clean Air Act in 1970 and established the Environmental Protection Agency (EPA) to set and enforce national standards for air pollution. In 1990, the EPA was authorized to set National Ambient Air Quality Standards (NAAQS), which establish acceptable concentrations of six criteria pollutants: ozone (O<sub>3</sub>), carbon monoxide (CO), sulfur dioxide (SO<sub>2</sub>), lead (Pb), nitrogen dioxide (NO<sub>2</sub>), and particulate matter (PM<sub>2.5</sub>).

**Colorado Air Quality Standards and Regulations** -- These specify the requirements for air permitting and monitoring to implement Clean Air Act and State ambient air quality standards.

## **Water Quality**

**The Clean Water Act (1987) (33 USC 1251), as amended** -- This Act establishes objectives to restore and maintain the chemical, physical, and biological integrity of the nation's water. The Act also requires permits for point-source discharges to navigable waters of the United States. It provides for the protection of wetlands, and includes monitoring and research provisions for protection of ambient water quality. As authorized by the Clean Water Act, the National Pollutant

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Discharge Elimination System (NPDES) permit program controls water pollution by regulating point sources that discharge pollutants into waters of the United States.

**Soil and Water Resources Conservation Act (1977) (16 USC 2001 - 2009)** -- This Act provides for conservation, protection and enhancement of soil, water, and related resources.

**The Colorado River Salinity Control Act (1974) (PL 93-320)** -- This Act authorizes the construction, operation, and maintenance of works in the Colorado River Basin to control the salinity of water delivered to Mexico.

**Colorado Water Quality Regulations** -- State regulations implement permitting and monitoring requirements for the NPDES, operation of injection wells, groundwater protection requirements, prevention and response requirements for spills, and salinity standards and criteria for the State.

**EO 11990, Protection of Wetlands** -- This EO requires Federal agencies to take action to minimize the destruction, loss, or degradation of wetlands, and to preserve and enhance the natural and beneficial values of wetlands.

**EO 11988, Floodplain Management** -- This EO provides for the restoration and preservation of national and beneficial floodplain values, and for the enhancement of the natural and beneficial values of wetlands in carrying out programs affecting land use.

## **Paleontological and Cultural Resources**

**The Historic Sites Act (1935) (16 USC 461)** -- This Act provides for the preservation of historic American sites, buildings, objects, and antiquities of national significance, thereby providing a foundation for the National Register of Historic Places (NRHP).

**The National Historic Preservation Act (1966), as amended (16 USC 470)** -- The National Historic Preservation Act (NHPA) is the primary Federal law providing for the protection and preservation of cultural resources. The NHPA established the NRHP, the Advisory Council on Historic Preservation (ACHP), and the State Office of Historic Preservation (SHPO). This Act expands protection of historic and archeological properties to include those of national, State, and local significance. It also directs Federal agencies to consider the impacts of proposed actions on properties eligible for, or included in, the NHRP.

**The Archaeological Resources Protection Act (1979), as amended (16 USC 470a, 470cc and 470ee)** -- This Act requires permits for the excavation or removal of federally administered archeological resources, encourages increased cooperation among Federal agencies and private individuals, and provides stringent criminal and civil penalties for violations. It also requires Federal agencies to identify important resources vulnerable to looting, and to develop a tracking system for violations.

**The Native American Graves Protection and Repatriation Act (1990) (25 USC 3001)** -- This Act provides a process for Federal agencies to return certain Native American cultural items (such as human remains, funerary objects, sacred objects, and objects of cultural patrimony) to lineal descendants and culturally affiliated Native American tribes.

**BLM Manual 8100 (The Foundations for Managing Cultural Resources)** -- This Manual Section is intended as a reference source to provide BLM managers with basic information and general summary guidance for managing cultural resources.

**BLM Manual 8120 (Tribal Consultation under Cultural Resources)** -- This Manual provides basic policy direction on BLM's consultation responsibilities under cultural resource-related laws and executive orders, regarding cultural, historical, and religious concerns of American Indians and Alaska Natives ("tribes"). Its purpose is to clarify legal relationships between BLM and tribes relative to such concerns.

**BLM Manual 8140 (Protecting Cultural Resources)** -- This Manual provides general guidance for protecting cultural resources from natural or human-caused deterioration; for making decisions about recovering significant cultural resource data when it is impossible or impractical to maintain cultural resources in a non-deteriorating condition; for protecting cultural resources from inadvertent adverse effects associated with BLM land use decisions, pursuant to the NHPA, the NEPA, EO 11593, and the national Programmatic Agreement; and for controlling unauthorized uses of cultural resources.

**EO 11593, Protection and Enhancement of the Cultural Environment** -- This EO directs Federal agencies to locate, inventory, nominate, and protect federally owned cultural resources eligible for the NRHP, and to ensure that their plans and programs contribute to the preservation and enhancement of non-federally owned resources.

**EO 13287, Preserve America** -- This EO requires the Federal Government to lead the preservation of America's heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the government and by promoting intergovernmental cooperation and partnerships for the preservation and use of historic properties.

### **Wildlife Resources**

**The Endangered Species Act (1973), as amended (16 USC 1531 et seq.)** -- This Act directs Federal agencies to ensure that their actions do not jeopardize Threatened and Endangered Species, and that through their authority they help bring about the recovery of such species.

**The Bald Eagle Protection Act (1940) (16 USC 668-668d, 54 Stat. 250)** -- This Act prohibits the taking or possession of, and commerce in, bald and golden eagles, with limited exceptions.

**The Wild Free-Roaming Horse and Burro Act (1971), as amended by the Public Rangelands Improvement Act of 1978 (16 USC 1331-1340)** -- This Act provides for the management, protection, and control of wild horses and burros on public lands, and authorizes the "adoption" of wild horses and burros by private individuals.

**The Fish and Wildlife Coordination Act (1958) (16 USC 661-666)** -- This Act provides that, whenever the waters or channel of a body of water are modified by a department or agency of the United States, the department or agency will first consult with the USFWS, as well as with the head of the agency exercising administration over the wildlife resources of the State where construction will occur, with a view to the conservation of wildlife resources.

**The Fish and Wildlife Improvement Act (1978) (16 USC 742i; 92 Stat. 3110)** -- This Act authorizes the Secretary of the Interior and the Secretary of Commerce to assist in training of

State fish and wildlife enforcement personnel, to cooperate with other Federal or State agencies for enforcement of fish and wildlife laws, and to use appropriations to pay for rewards and undercover operations.

**The Fish and Wildlife Conservation Act (1980), as amended (16 USC 2901-2911)** -- This Act (commonly known as the Non-game Act) encourages States to develop conservation plans for non-game fish and wildlife of ecological, educational, aesthetic, cultural, recreational, economic, or scientific value. The States may be reimbursed for a percentage of the costs of developing, revising, or implementing conservation plans approved by the Secretary of the Interior. Amendments adopted in 1988 and 1989 also direct the Secretary to undertake certain activities to research and conserve migratory non-game birds.

**The Migratory Bird Treaty Act (1918) (16 USC 715)** -- This Act manages and protects migratory bird species through consultation with State and local governments. It also provides for the protection of land and water resources necessary for the conservation of migratory birds. Under the Act, taking, killing, or possessing migratory birds is unlawful.

**BLM Manual 6840 (Special Status Species Management)** -- The purpose of this Manual is to provide policy and guidance for the conservation of BLM Special Status Species and the ecosystems upon which they depend on BLM-managed public lands. BLM Special Status Species are: 1) species listed or proposed for listing under the Endangered Species Act (ESA); and 2) species requiring special management consideration to promote their conservation and reduce the likelihood and need for future listing under the ESA, which are designated as BLM Sensitive Species by the State Director(s). All Federal Candidate Species, Proposed Species, and delisted species in the 5 years following delisting will be conserved as BLM Sensitive Species.

**EO 13186, Responsibilities of Federal Agencies to Protect Migratory Birds** -- This EO requires that Federal agencies that have, or are likely to have, a measurable adverse impact on migratory bird populations develop a Memorandum of Understanding (MOU) with the USFWS that shall promote the conservation of migratory bird populations.

## **Hazardous Materials**

**The Comprehensive Environmental Response, Compensation, and Liability Act (1980), as amended by the Superfund Amendments and Reauthorization Act (1986) (42 USC 9601-9673)** -- This Act provides for liability, risk assessment, compensation, emergency response, and clean-up (including the clean-up of inactive sites) for hazardous substances. The Act requires Federal agencies to report sites where hazardous wastes are, or have been, stored, treated, or disposed. It also requires responsible parties, including Federal agencies, to clean up releases of hazardous substances.

**The Resource Conservation and Recovery Act (1976), as amended by the Federal Facility Compliance Act (1992) (42 USC 6901-6992)** -- This Act authorizes the EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity for Federal agencies with respect to all Federal, State, and local solid and hazardous waste laws and regulations. Federal agencies are subject to civil and administrative penalties for violations, and to cost assessments for the administration of the enforcement.

**The Emergency Planning and Community Right-To-Know Act (1986) (42 USC 11001-11050)** -- This Act requires the private sector and Federal, State, local, and tribal governments to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and State emergency response organizations and the public.

**The Pollution Prevention Act of 1990 (42 USC 13101-13109)** – This Act requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change, and recycling. Encourages and requires development of new technology and markets to meet the objectives.

## **1.9 Planning Criteria**

BLM planning regulations (43 CFR 1610.4-2) require the development of planning criteria designed to guide preparation of the Resource Management Plan. Planning criteria are the constraints, or “ground rules” that guide and direct the preparation of RMPs. Planning criteria help determine how the planning team approaches the development of alternatives and, ultimately, the selection of the Preferred Alternative. Planning criteria are based upon applicable laws, rules, regulations, policies, standards, and guidelines. They are the result of consultation and coordination with local, State, Native American tribal, and other Federal agencies and governments; interested groups and organization; and interested members of the public. Planning criteria:

ensure that the DRMP/DEIS is tailored to the identified key issues;

ensure that the DRMP/DEIS addresses management of all public land resources and land uses within the Planning Area;

ensure that unnecessary data collection and analyses are avoided, and provides an early basis for determining inventory and data collection needs;

ensure that the focus remains on the decisions to be made;

identify the scope and parameters of the planning effort for the Authorized Official, the ID Team, and the general public;

inform the public as to what should, and what should not, be expected from the planning effort [including identifying planning issues that will be addressed only through subsequent activity or implementation-level planning efforts (such as Allotment Management Plans, Habitat Management Plans, etc.)];

stimulate the revision of existing planning criteria and the development of additional criteria through public participation; and

provide parameters for the decision and alternatives considered in the DRMP/DEIS, taking into account laws, rules, regulations, policies, standards, and guidelines.

### **General Planning Criteria**

General planning criteria applicable to the development of RMPs for BLM-managed public lands, and their associated resources, include, but are not limited to:

- The DRMP/DEIS will be completed in compliance with the FLPMA, the NEPA, and all other applicable laws, regulations, EOs, policies, standards, and guidelines (see Section 1.7 Relationship to Laws, Statutes, Regulations, and Policies).
- The ID Teams work collaboratively with local, State, Native American tribal, and other Federal agencies and governments; Cooperating Agencies; Resource Advisory Council (RAC); and all other interested groups, agencies, and individuals.
- The planning decisions in the DRMP/DEIS will apply only to the BLM-managed public lands (surface acres and subsurface mineral estate or “split estate”) within the Planning Area.
- BLM decisions will not apply to private land with private mineral estate, Federal lands administered by other Federal agencies, or Federal mineral estate administered by other Federal agencies.
- All private lands or private interests located within, or immediately adjacent to, the Planning Area boundary acquired by the BLM will be managed consistently with the Approved Plan, subject to any constraints associated with the acquisition.
- The environmental impact analysis will include all lands that may affect, or be affected by (impacted by), management occurring on BLM-managed public lands within the Planning Area.
- The DRMP/DEIS will carry forward existing WSAs; National Scenic and Historic Trails; Backcountry Byways; WSR suitability recommendations; and, as appropriate, existing ACECs and Research Natural Areas (RNAs).
- Planning and management direction will be focused on the relative values of resources, not on the combination of uses that will give the greatest economic return or economic output. Resource allocations will be reasonable, achievable, supported by technology, and within budgetary constraints, consistent with current BLM policy.
- Where practicable and timely for the planning effort, current scientific information, research, and new technologies will be considered.
- Coordination will occur with the State Historic Preservation Officers (SHPOs) throughout the planning process.
- The DRMP/DEIS recognizes the States' responsibilities to manage wildlife populations, including uses such as hunting and fishing, within the Planning Area.
- Existing Endangered Species Recovery Plans, including plans for reintroduction of Endangered Species and other species, will be considered. Special Status Species will



be reviewed, including species proposed for listing under the Endangered Species Act (ESA) throughout the Planning Area in order to conserve habitat through inventory, monitoring, and adoption of conservation measures needed to curtail listing.

- Coordination will occur with the USFWS through the Section 7 consultation process in order to protect and enhance known habitat for Threatened and Endangered Species, and to assist in the recovery of listed species to maintain biological diversity within the Planning Area.

## **Resource-specific Planning Criteria**

Resource-specific planning criteria applicable to the development of RMPs for BLM-managed public lands, and their associated resources, include, but are not limited to:

**Riparian Areas, Floodplains, and Wetlands** -- Riparian areas, floodplains, and wetlands will be managed in order to protect, improve, and restore their natural functions to benefit water storage, groundwater recharge, water quality, and fish and wildlife values. All management practices will be designed in order to maintain or improve the integrity of these high priority values, in accordance with the Clean Water Act (CWA), EO 11988 (Floodplain Management), and standards and guidelines. The BLM will incorporate applicable Best Management Practices (BMPs), or other applicable conservation measures, into the DRMP/DEIS.

**Water Quality** -- Section 319 of the CWA obligates Federal agencies to be consistent with state Non-point Source Management Program Plans and relevant water quality standards. Section 313 requires compliance with State Water Quality Standards. The BLM will coordinate with the Colorado Division of Water Resources and all relevant water quality programs. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Soil** -- Soils will be managed in order to protect long-term productivity. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Vegetation** -- Vegetation will be managed in order to achieve desired plant communities (considering the ecological site potential) that provide for biodiversity; protection and restoration of native species; and non-consumptive uses including plant protection (fuel collection), visual quality, and watershed protection. The desired plant communities will provide wildlife habitat, watershed protection and stability, and forage for livestock and wildlife. Water quality will be given priority in all vegetation management decisions. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Fish and Wildlife** -- Fish and wildlife habitat will be managed in order to maintain and/or improve the existing habitats, including designated priority wildlife habitat. Management actions should minimize the extent of disturbance to fish and wildlife habitat. Vegetation management practices will be considered in order to achieve Desired Future Conditions. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Threatened, Endangered, and Special Status Species** -- Management actions authorized, funded, or implemented by the BLM within the Planning Area will be implemented in a manner designed to not jeopardize the continued existence of federally listed Threatened or Endangered plant or animal species, or to result in the destruction or adverse modification of

critical habitat. Candidate Species, species proposed for Federal listing, and BLM and State Sensitive Species will be given equal consideration as listed species. The intent will be to recover listed species and maintain healthy populations of all other species and, therefore, avoid the need for further Federal listing. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Wildland Fire** -- Fire management prescriptions will be consistent with the Federal Wildland Fire Policy, the National Fire Plan, and applicable Fire Management Plans. Fire suppression will be accomplished with the least amount of surface disturbance in order to protect significant cultural or paleontological values. Public lands and resources affected by fire will be rehabilitated in accordance with the multiple use objectives identified for the affected area, subject to BLM policies and available funding. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Cultural Resources** -- All management for cultural resources in the DRMP/DEIS will comply with the National Historic Preservation Act (NHPA) of 1966, as amended; BLM Manual 8100; and other applicable cultural resource laws, regulations, EOs, policies, standards, and guidelines. The Approved Plan will ensure that management measures are implemented in a manner that protects and provides access to sacred places in accordance with the American Indian Religious Freedom Act (AIRFA) and EO 13007. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Paleontological Resources** -- The DRMP/DEIS will develop appropriate management strategies that are based upon the best scientific information available. Management of paleontological resources will emphasize: the non-renewable nature of fossils; their usefulness in deciphering ancient and modern ecosystems; the public benefits and public expectations arising from their scientific, recreational, and educational values; the BLM's interest in the continued advancement of the science of paleontology; and the importance of minimizing resource use conflicts within a multiple-use framework. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Visual Resources** -- Visual Resource Management (VRM) inventories and classifications will be conducted in order to address the public's concerns about open space and scenic quality. Some areas may be subject to special measures in order to protect resources or reduce conflicts among uses. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Wilderness Characteristics** -- The BLM has the authority to address lands with wilderness characteristics and describe protective management prescriptions in the Plan. In keeping with the public involvement process that is part of all land use planning efforts, the Planning Area will be committed to considering public input regarding lands to be managed to maintain wilderness characteristics. As appropriate, the ID Teams will identify public lands to be managed in order to maintain wilderness characteristics. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Livestock Grazing** -- Livestock grazing will be managed through existing laws, rules, regulations, and policies, standards, and guidelines. The DRMP/DEIS will incorporate the Public Land Health Standards and Guidelines for Livestock Grazing Management in Colorado (BLM 1997a). These include a strategy for ensuring that proper grazing practices are followed while,

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at the same time, preserving habitats for Sensitive plant and wildlife species. Administrative actions designed to ensure compliance with existing permit/lease requirements, to modify permits and leases, to monitor and supervise grazing use, and to remedy unauthorized grazing use will continue. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Minerals** -- Minerals management will be consistent with all applicable existing policy and regulation, including the **Mineral Leasing Act** of 1920 as amended, Mining law of 1872, Mineral Materials Sales act of 1947, Mining and Minerals Policy Act of 1970; Section 102(a)(12) of FLPMA; the National Materials and Minerals Policy, the Research and Development Act of 1980; and current BLM Mineral Resources Policy. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Recreation** -- Existing designated recreation sites will be carried forward and evaluated for additional facilities. Other public lands within the Planning Area will be evaluated for their suitability for recreational development. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Travel Management** -- Motorized and other access on public lands within the Planning Area will be managed in accordance with existing laws, rules, regulations, policies, standards, and guidelines. OHV use areas will be designated as Open, Limited, and Closed designations. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Lands and Realty** -- All public lands will be retained in Federal ownership, unless determined that disposal of a particular parcel(s) would serve the public interest. Decisions to acquire private lands from willing sellers will be based upon public benefits, management considerations, and public access needs. Specific actions to implement RMP land tenure decisions will include full public participation. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Right-of-Way (ROW) Corridors** -- Generally, public lands are available for transportation and utility ROWs, subject to NEPA evaluation, except where specifically prohibited by law or regulation, or in areas specifically identified for avoidance and exclusion to protect significant resource values. ROW corridors within the Planning Area will avoid areas of designation (such as priority wildlife habitat, Special Status Species management areas, ACECs, RNAs, WSAs, and cultural areas). The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Special Management Areas** -- The DRMP/DEIS will identify areas where special management attention is needed in order to protect and prevent irreparable damage to important historic, cultural, and scenic values; fish or wildlife resources; or other natural systems or processes; or to protect human life and safety from natural hazards. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Hazardous Materials** -- Management Actions related to hazardous materials will consider BMPs that serve to protect the public to the greatest extent. The BLM will incorporate applicable BMPs, or other applicable conservation measures, into the DRMP/DEIS.

**Environmental Justice** -- The lifestyles of low-income and minority populations, and potential impacts to these residents will be considered during the planning process for the development of the DRMP/DEIS.

### **Planning Criteria for the Planning Area**

The BLM developed preliminary planning criteria prior to holding public scoping meetings in order to set the “side boards” for focused planning of the CRVFO and KFO DRMP/DEIS, as well as to guide decision-making by topic. The BLM introduced these criteria to the public for review in April of 2007 at all scoping meetings. The public was encouraged to comment on, and suggest additions to, these criteria through written correspondence to the Field Offices, and at the CRVFO/KFO DRMP/DEIS website ([www.blm.gov/rmp/co/kfo-gsfo/](http://www.blm.gov/rmp/co/kfo-gsfo/)). No comments were received on the preliminary planning criteria during the scoping period (from March 2 to May 2, 2007). The planning criteria were:

Decisions described in the DRMP/DEIS will be compatible with existing plans and policies of adjacent local, State, Native American tribal, and other Federal agencies and governments to the extent that they are in conformance with Federal laws, rules, regulations, policies, standards, and guidelines that direct resource management on the public lands.

The DRMP/DEIS will recognize valid existing rights.

The DRMP/DEIS will recognize the specific niche that BLM-managed public lands within the Planning Area provide to the nation, as well as to the surrounding community.

Public participation will be encouraged throughout the planning process. The BLM will collaborate, and build relationships, with local, State, Native American tribal, and other Federal agencies and governments; interested groups and organizations; and the public. Collaborators will be regularly informed, and offered timely and meaningful opportunities to participate in the planning process.

The Energy Policy and Conservation Act inventory results will be integrated into land use planning and energy use authorizations.

The DRMP/DEIS will identify Special Recreation Management Areas (SRMAs), designate OHV areas, and complete defined Travel Management Networks.

Environmental protection and energy production will be considered both desirable and necessary objectives of sound land management practices, and will not be considered mutually exclusive priorities.

The BLM will use the Uniform Format for Oil and Gas Lease Stipulations prepared by the Rocky Mountain Regional Coordinating Committee in March of 1989 in order to develop stipulations, and to further improve consistency and understanding of the leasing process. Lease stipulations will be reviewed for consistency with neighboring Field Offices and States; where there are discrepancies, efforts will be undertaken in order to achieve consistency.

The DRMP/DEIS will incorporate the Colorado Standards for Public Land Health and Guidelines for Livestock Grazing Management (BLM 1997a). The DRMP/DEIS will provide a strategy for

ensuring that appropriate grazing practices are followed within the Planning Area. Grazing will be managed in order to maintain or improve the health of the public lands by incorporating conditions designed to enhance resource conditions through permitted operations.

Lands with wilderness characteristics will be managed in order to protect and preserve some or all of those characteristics. This may include protecting certain lands in their natural condition, and providing opportunities for solitude or primitive and unconfined types of recreation.

The BLM will identify existing and potential utility corridors. (This includes existing ROWs that can be considered for additional facilities and, therefore, be considered a corridor if not already so designated.) The DRMP/DEIS will also identify existing and potential ROW development sites, such as energy development areas (for example, wind energy sites) and communication sites.

The BLM will re-evaluate lands selected for disposal and acquisition based upon current information.

## 1.10 Planning Process

The BLM has 3 principal levels of land use planning decisions:

**RMP Level** -- At this level, which is the highest level of planning specific to land and resource use, RMPs are developed. Generally, RMPs describe Management Actions (Allowable Uses) and provide Goals and Objectives (Desired Outcomes) for managing specific areas of public land. They provide the framework for managing all natural and cultural resources within a Planning Area. RMPs focus on establishing broad resource objectives and direction while, at the same time, providing some activity-level guidance and site-specific decisions. RMP-level decisions are based upon a public environmental analysis (NEPA) disclosure process, usually an EIS.

**Activity Level** – At this level, planning decisions are provided for in Activity Plans. Activity Plans contain more detailed management decisions than do RMPs. Generally, they address management of specific programs or areas. (Examples include Allotment Management Plans, Recreation Area Management Plans, and Habitat Management Plans.) Generally, an Activity Plan selects and applies BMPs in order to meet RMP objectives. Decisions that cover major (often geographically widespread) proposals often lead to coordinated Activity Plans that cover all programs in an integrated manner. Activity Plans can be analyzed through an EIS or through an Environmental Assessment (EA) level of environmental analysis.

**Site-specific Level** – At this level, Project Plans are proposed for individual projects in a specific location, and are analyzed for localized or site-specific impacts. (For example, a range improvement proposal would be evaluated with a site-specific environmental analysis.) A documented project decision would allow the project to be constructed with onsite mitigation, if necessary.

At the RMP level, the BLM follows a multi-stage planning process, as outlined below.

**Step 1 - Identify Planning Issues** -- During this step, issues and concerns are identified through an agency/public scoping process that includes local, State, Native American tribal, and



other Federal agencies and governments; interested groups and organizations, and the general public. A Notice of Intent (NOI) that meets both the CEQ regulations and the planning regulations is published in the *Federal Register*. This coincides with the beginning of the 30-day public scoping period. The NOI identifies preliminary issues and serves as notification to the public that the scoping period is beginning.

**Step 2 - Develop Planning Criteria** -- During this step, planning criteria are created in order to ensure that decisions are made to address the issues pertinent to the planning effort. Planning criteria are derived from a variety of sources, including applicable laws, rules, regulations, policies, standards, and guidelines; existing management plans; coordination with other agencies' programs; and the results of public and agency scoping. As planning proceeds, planning criteria may be updated or changed.

**Step 3 - Collect Data and Information** -- During this step, based upon key issues identified and planning criteria, data and information for the resources within the Planning Area are collected.

**Step 4 - Analyze the Management Situation** -- During this step, the collected data and information are assembled into the Analysis of the Management Situation (AMS) document. This analysis identifies the current condition and trends of resources and uses/activities within the Planning Area; describes the management currently being applied to those resources/uses; and highlights known conflicts to be resolved or opportunities designed to improve management. Pertinent physical and biological characteristics are described, and the capability and condition of the resources is evaluated. (The AMS is available online at: [http://www.blm.gov/co/st/en/BLM\\_Programs/land\\_use\\_planning/rmp/kfo-gsfo/documents/rmp\\_revision\\_docs.html](http://www.blm.gov/co/st/en/BLM_Programs/land_use_planning/rmp/kfo-gsfo/documents/rmp_revision_docs.html))

**Step 5 - Formulate Alternatives** -- During this step, a range of reasonable management alternatives that address issues identified during scoping are developed. Each management alternative represents a complete proposed RMP. The basic goal in formulating alternatives is to identify desired combinations of management options among the various resources and land uses [and the Management Actions (Allowable Uses) necessary in order to achieve the Goals and Objectives (Desired Outcomes)] that respond to the planning issues, and that meet the planning criteria. In addition, alternatives should address ways to resolve or mitigate the environmental consequences (impacts) that could result from the implementation of the various management alternatives, as well as from the continuation of the existing management situation. Any alternatives that are developed, but not subjected to detailed study, will be identified and explained.

**Step 6 - Assess Alternatives (Impacts)** -- During this step, the environmental impacts of each alternative are estimated and analyzed. In accordance with all applicable laws, rules, policies, standards, and guidelines, BLM specialists are required to estimate and describe the biological, economic, and social impacts of implementing each alternative considered in detail, including the No Action Alternative (43 CFR 1610.4-6), in terms of direct, indirect, and cumulative impacts, in order to provide the Responsible Official with a clear basis for choice among the various options.

**Step 7 - Identify Preferred Alternative** -- During this step, the Preferred Alternative, which in the judgment of management best resolves the planning issues and promotes balanced multiple



use and sustained yield objectives, is selected. The Preferred Alternative may be one of the alternatives studied in detail; it may be developed from parts of the various alternatives; it may reflect management's modification of options previously considered; or it may be developed from new options. (The latter two situations could occur when management actions result in undesirable impacts in all of the alternatives and it becomes apparent that another management approach, or a management compromise, is needed.) The Preferred Alternative will then be analyzed, and this analysis will be documented. The Preferred Alternative, in the opinion of the Authorized Officer, will best address the issues and management requirements of the Planning Area.

**Step 8 - Publish DRMP/DEIS --** During this step, the State Director will review the Preferred Alternative in the DRMP/DEIS, and will notify the Responsible Official at the KFO of any required revisions. If necessary, a modified Preferred Alternative will again be analyzed, and the DRMP/DEIS will be resubmitted to the State Director for approval. When approved by the State Director, the DRMP/DEIS, and an associated Notice of Availability (NOA) is issued and made available to the public for a review period of 90 calendar days. During the public review period, the BLM may hold additional public meetings in order to further explain the DRMP/DEIS. Public comments will be accepted in written, oral, and electronic formats.

**Step 9 - Publish Proposed RMP/Final EIS --** During this step, (after comments have been received and analyzed), the BLM will determine whether changes to the DRMP/DEIS are required. The DRMP/DEIS may be modified in one of the following ways: 1) alternatives may be modified; 2) additional alternatives may be analyzed; 3) improvements or clarifications may be added to the analysis; 4) factual corrections may be added; and/or 5) the BLM may simply respond to the comment by explaining why no change is being made. The Proposed RMP/Final EIS (PRMP/FEIS) will be published and made available for a 30-day protest period, and a 60-day Governor's Consistency Review.

**Step 10 - Approve Record of Decision and Associated Approved RMP --** During this step, if no significant issues are identified during the Governor's Consistency Review, and following resolution of any protests, a Record of Decision (ROD) will be prepared and signed, and issued with an Approved RMP (Approved Plan). Any implementation decisions would then be appealable for 30 days under the general or program-specific appeal regulations.

- The Approved Plan and ROD will describe the following:
- resource conditions goals and desired outcomes;
- allowable resource uses and related levels of production or use to be maintained;
- land areas to be managed for limited, restricted, or exclusive resource uses, or for transfer from BLM jurisdiction;
- program constraints and general management practices and protocols;
- general implementation schedules or sequences; and
- intervals and standards for monitoring the RMP.

**Step 11 - Implement Approved Plan --** During this step, land use decisions outlined in the ROD/Approved Plan will be effective immediately (requiring no additional planning or environmental analysis). Consistent with BLM Land Use Planning Handbook H-1601-1, the BLM will monitor plan implementation and effectiveness, and will report annually, or as the BLM determines is appropriate, on:

- the management actions undertaken;
- the management actions remaining to be undertaken; and
- the effectiveness of those actions toward meeting goals and objectives.

An implementation strategy would be developed at this point to assist the KFO in tracking the progress of Plan implementation. Monitoring strategies would be developed that identify indicators of change, acceptable thresholds, methodologies, protocols, and timeframes that would be used in order to evaluate and determine whether or not desired outcomes are being achieved.

The Approved Plan will be periodically evaluated (at least every 5 years, as documented in an Evaluation Schedule). Special or unscheduled evaluations may also be required in order to review unexpected management actions or significant changes that have the potential to trigger an amendment or revision.

## **1.11 Scoping Process: Collaborative Planning**

The BLM Land Use Planning Handbook H-1601-1 (BLM 2005a) encourages the BLM to use a “Collaborative Planning Process” whereby interested parties, often with widely varied interests, can work together in order to seek solutions with broad support with regard to managing public lands. Public scoping, as well as interagency and intergovernmental consultation and coordination, helps the planning process by:

- disclosing relevant information early in the analytical process;
- applying available technical expertise and staff support;
- avoiding duplication with local, State, Native American tribal, and other Federal agencies and governments; and establishing a mechanism for addressing intergovernmental issues;
- ensuring a collaborative planning effort;
- soliciting diverse community participation;
- providing the public with an understanding of BLM-mandated authorities and programs;
- communicating to the public the reasons for decisions, as well as to the benefits to be derived through the chosen course of action;

- sustaining public participation throughout the planning effort;
- broadening the information base necessary for sound decision-making action;
- informing the public about the DRMP/DEIS, as well as about the potential environmental impacts associated with the various proposed management decisions; and
- ensuring that public needs and viewpoints are understood by the BLM.

In addition to formal scoping for this DRMP/DEIS, the BLM has implemented an extensive collaborative outreach and involvement process that has included developing a community assessment, coordinating with Cooperating Agencies, and working closely with the Colorado Northwest Resource Advisory Council (NWRAC).

This section describes specific actions undertaken to seek public input, as well as to consult and coordinate with local, State, Native American tribal, and other Federal agencies and governments (and additional information regarding collaboration is provided in Chapter 5, Consultation and Coordination).

### **1.11.1 Public Scoping**

The NEPA requires that Federal agencies hold an open and early process for determining the scope of issues to be addressed in a DRMP/DEIS in order to identify key issues and concerns. The term “scope” is defined as the range of actions, alternatives, and impacts to be considered. The public scoping process is an integral part of the BLM planning process, and is necessary in order to receive meaningful public involvement throughout the planning process.

The KFO and the CRVFO provided numerous opportunities for local, State, Native American tribal, and other Federal agencies and governments; as well as the interested groups and the general public, to participate meaningfully and substantively, and to give input and comments to the BLM during the preparation of the combined DRMP/DEIS. Early in the planning process, the public was invited to identify planning issues and concerns for managing BLM-managed public lands, resources, and uses within the combined Planning Area.

The formal scoping period for the combined DRMP/DEIS began with publication of the NOI in the *Federal Register* on March 2, 2007. The NOI was provided for public consideration at the 7 scoping Open House meetings (described below). It was also posted on the Internet at: <http://www.blm.gov/rmp/co/kfo-gsfo/>. The scoping period for receipt of public comments ended on May 2, 2007.

On March 27, 2007, a postcard was prepared and mailed to members of the local, State, Native American tribal, and other Federal governments and agencies; interested groups; and the public. The BLM compiled a mailing list (which included approximately 850 individuals, agencies, and organizations that have participated in past BLM projects; those requesting to be on the mailing list; and those who may have an interest in this planning process). The postcard served to inform the recipients about the scoping process, as well as provide the dates/times of the scheduled Open House scoping meetings. It also provided various alternative methods to submit written comments.

Seven public scoping meetings were held within the Planning Area: Rifle and Granby on April 10, 2007; Carbondale and Kremmling on April 11, 2007; Gypsum and Walden on April 12, 2007; and Glendevy on April 25, 2007. The BLM provided the local media with Press Releases that described the time, location, and purpose of these meetings. The format for the scoping meetings featured informal, one-on-one discussion opportunities between BLM representatives and meeting attendees.

On May 18, 2007, the BLM prepared a Newsletter and distributed it (via email and U.S. mail) to approximately 1,050 individuals from the public, agencies, and organizations. The Newsletter summarized the scoping meetings, provided information on future data collection workshops for trails and routes (held in June of 2007), and provided additional information regarding the planning process. (The data collection workshops for trails and routes were held separately from the scoping meetings in order to give individuals, agencies, and organizations an opportunity to provide the BLM with relevant data and missing information.)

The CRVFO and KFO Scoping Summary Report (BLM, 2007a) is available for review on the project's website, at <http://www.blm.gov/rmp/co/kfo-gsfo/>.

### **1.11.2 Community Assessment**

The community assessment process began in the fall of 2006, when the BLM held 19 small group discussions with representatives from local governments in north-central Colorado. This process gathered input from communities about their vision for the landscape, and the specific benefits they seek from public lands; identified strategic planning options; and laid the foundation for an ongoing collaboration with communities for the planning effort. The results of this process were published in the North-Central Colorado Community Assessment Report (BLM 2007n), which is available on the project's website, at <http://www.blm.gov/rmp/co/kfo-gsfo/>.

### **1.11.3 Interagency and Intergovernmental Consultation**

In accordance with BLM laws, rules, regulations, policies, standards, and guidelines, the KFO and the CRVFO conducted, and will continue to conduct, interagency and intergovernmental consultations with:

**The USFWS** -- In accordance with the Endangered Species Act (ESA) Section 7, consultation will be conducted with the USFWS in order to protect and enhance known habitat for Threatened and Endangered Species, and to assist in the recovery of listed species to maintain biological diversity within the Planning Area.

**Cooperating Agencies** -- Instruction Memoranda (IM) 2002-149 directs the BLM to develop RMPs in close collaboration with other affected agencies and governments by using the Cooperating Agency process. Qualifying local, State, Native American tribal, and other Federal agencies and governments have the opportunity to become Cooperating Agencies by signing a Memorandum of Understanding (MOU) with the BLM. Cooperating Agencies are invited to attend planning meetings in order to help identify concerns, develop alternatives, review draft documents, and provide input into final planning decisions.

The primary role of Cooperating Agencies is to provide special expertise and/or

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assistance to the BLM throughout the planning process. Cooperating Agencies provide staff, information, and assistance to the BLM; perform (or assist with) independent preparation of analysis where their staff has special expertise; review draft information; and provide input and advice. Cooperating Agencies meet with the BLM throughout the analysis process in order to discuss issues, solutions, and ideas for developing the DRMP/DEIS.

On November 29, 2006, the BLM wrote local, State, Native American tribal, and other Federal agencies and government, inviting them to participate as Cooperating Agencies for the DRMP/DEIS. The following agencies with jurisdiction, special expertise, and/or interest in the planning process have agreed to participate as Cooperating Agencies:

- Town of Basalt;
- Town of Carbondale;
- Town of Eagle;
- City of Glenwood Springs;
- Town of Granby;
- Town of Gypsum;
- Town of Hot Sulphur Springs;
- Town of Kremmling;
- Town of Newcastle;
- Town of Parachute;
- Town of Rifle;
- Town of Silt;
- Eagle County;
- Garfield County;
- Grand County;
- Jackson County;
- Pitkin County;
- Middle Park Conservation District
- USFS (White River National Forest)

- Colorado Department of Natural Resources (CDNR);
- USFWS;
- Colorado River Water District; and
- the Denver Water Board.

The KFO, the CRVFO, and the Cooperating Agencies entered into MOUs that set forth the roles and responsibilities for collaborative planning and production of an EIS for the respective DRMP/DEIS. Between April of 2007 and June of 2010, 14 Cooperating Agency meetings were conducted at the CRVFO, and 13 were conducted at the KFO. These meetings focused on identifying and defining the planning issues and the alternatives development process. The MOUs with Cooperating Agencies applied to both Field Offices; however, CRVFO and KFO Cooperating Agency meetings were generally attended only by the cooperators associated with the specific Field Office. It is expected that with the separation of the planning efforts, the Cooperating Agencies will continue to focus only on the DRMP/DEIS that affects their particular area of interest.

**Colorado Governor's Consistency Review** -- Before the BLM approves the PRMP/FEIS, the Governor of Colorado will have 60 days to identify inconsistencies between the proposed RMP and State plans and programs, and to provide written comments to the State Director. (The BLM and the State may mutually agree upon a shorter review period.) If the Governor does not respond within this period, it is assumed that the Proposed RMP decisions are consistent. If the Governor recommends changes in the Proposed RMP that were not raised during the public participation process, the State Director will provide the public an opportunity to comment on the recommendations [43 CFR 1610.3-2 (e)].

#### **1.11.4 Native American Tribal Consultation**

In accordance with EO 12866, 13084, and all other applicable laws, rules, regulations, policies, standards, and guidelines, consultation with Native American tribal agencies and governments identified as having interests, or traditional cultural properties within, the Planning Area are being conducted for this DRMP/DEIS. BLM managers are required to consult with Native American agencies and governments at 5 specific points during the planning process: 1) identification of issues; 2) review of proposed planning criteria; 3) review of the DRMP/DEIS; 4) review of the PRMP/FEIS; and 5) when notice of any changes, as a result of protests, occurs (H-8120-1. III-2).

Consultation with Native American agencies regarding the DRMP/DEIS planning process began in April of 2007, and is ongoing. Native American tribal agencies and governments consulted to date are the:

- Colorado Commissioner of Indian Affairs;
- Eastern Shoshone Tribe;
- Southern Ute Tribe;



- Northern Arapahoe Tribe;
- Northern Ute Tribe; and
- Ute Mountain Ute Tribe.

The unique political relationship between the U.S. government and federally recognized Native American tribes is defined by treaties, statutes, EOs, judicial decisions, and agreements. This relationship has created a special Federal “Trust” responsibility involving the legal commitments and obligations of the U.S. toward Native American tribes, lands, resources, and the exercise of tribal rights.

“Indian trust” resources are legal interests in assets held in trust by the Federal government for federally recognized tribes or nations or for individual Native Americans. These assets can be real property, physical assets, or intangible property rights. (Examples include lands, minerals, water rights, hunting and fishing rights, other natural resources, money, or claims.) The BLM has no trust administration responsibilities within the Planning Area.

#### **1.11.5 Resource Advisory Council Consultation**

A Resource Advisory Council (RAC) is a committee, established by the Secretary of the Interior, created in order to provide advice or recommendations to BLM management (BLM 2005a). Generally, a RAC is composed of 15 members of the public. The members of the Colorado Northwest RAC (NWRAC) provide input on public management issues to the BLM’s Northwest RAC Designated Federal Officer. Recommendations are based upon consensus building and collaboration. Topics addressed by the NWRAC include BLM land health standards and grazing guidelines and recreation.

In November of 2006, the BLM gave the Colorado NWRAC an initial presentation on the DRMP/DEIS for the Planning Area. At the May 2007 NWRAC meeting, the BLM gave an additional presentation on the scoping and travel management process. Two subgroups have been formed in order to advise the NWRAC regarding the DRMP/DEIS planning process: the CRVFO RAC and the KFO RAC subgroups. The individuals on each subgroup subcommittee represent a broad range of interests, and have specific knowledge of the 2 Field Offices. The CRVFO RAC subgroup focused on all aspects of the CRVFO components of the DRMP/DEIS. The KFO RAC subcommittee focused specifically on recreation issues pertinent to the KFO. Between November of 2007 and June of 2010, 14 CRVFO RAC subgroup meetings and 8 KFO subgroup meetings were conducted. Recommendations developed by the subgroups were formally presented for discussion at the public meeting of the full NWRAC on May 22, 2008. (See Chapter 5 for additional information on the RAC and the RAC subgroup participation.)

#### **1.11.6 Stakeholder Consultation -- Wild and Scenic River Suitability Study**

A group of stakeholders, including environmental groups, water users, recreational users, and local governments, in consultation with State government, participated in formulating an alternative Management Plan for a portion of the Colorado River. The stakeholder group asked the BLM to consider adopting the Stakeholder Group’s Management Plan as part of the DRMP/DEIS. The intent was to use cooperative management strategies in multiple arenas,

including in relation to flow management, water quality management, fisheries and recreation management; and in response to new water development projects. The overall goal of the strategy was to support and protect the Outstandingly Remarkable Values (ORVs) of river segments, while allowing stakeholders within, downstream, and upstream, to continue to address and meet their needs. (See Appendix U, Stakeholder Management Plan.)

## 1.12 Planning Issues

The process for developing, amending, or revising a Resource Management Plan begins with identifying issues (40 CFR 1501.7; 43 CFR 1610.4-1) and management concerns. The NEPA requires that Federal agencies hold an open and early process for determining the scope of issues to be addressed in an environmental analysis in order to identify significant issues. The CEQ regulations state that: “NEPA documents must concentrate on the issues that are truly significant to the action in question, rather than amassing needless detail.” (Significant issues are identified as “significant” due to the extent of their geographic distribution, the duration of their impacts, and/or to the intensity of interest or resource conflict.)

Generally, a planning issue is a point of conflict or dispute over resource management activities, allocations, and/or land use associated with the management of public lands. Generally, these issues are expressed in terms of the potential adverse (negative) consequences or impacts that a particular land or resource use may have upon other land or resources used or valued by another or for another purpose. Issues may reflect new data, new or revised policies, and/or changes in resource uses that may affect the Planning Area. (In contrast, management concerns are topics or points of dispute that involve a resource management activity and/or land use. Generally, management concerns are more important to individuals or small groups, as opposed to a planning issue that may have a more widespread point of conflict.)

During the planning process for this DRMP/DEIS, the identification of planning issues helped guide the development of the 4 proposed management alternatives (along with the development of planning criteria, the collection of data and information, and the preparation of the AMS). Issue identification began in 2006 with an extensive review by the BLM’s ID Team of current land management decisions and direction provided by the current Kremmling RMP, as amended (BLM 1984a), as well as:

- Colorado Oil and Gas Leasing and Development Final Environmental Impact Statement (BLM 1991a);
- Resource Management Plan Amendment and Environmental Impact Statement for Muddy Creek Reservoir (BLM 1991b);
- Standards for Public Land Health and Guidelines for Livestock Grazing Management (BLM 1997a);
- Decision Record and Finding of No Significant Impact and Environmental Assessment for Standards for Public Land Health and Guidelines for Livestock Grazing Management (BLM 1997b);
- Final Environmental Assessment for Red Hill Management Plan (CO-078-99-030 EA) (BLM 1999a);

- Recommended Recreation Management Guidelines to Meet Public Land Health Standards on Bureau of Land Management Lands in Colorado (BLM 2000a); and
- Final Resource Management Plan Amendment and Environmental Assessment for Land Acquisition Land Use Priorities (BLM 2000b).

Based upon a thorough review of these documents, as well as other applicable documents, the ID Team identified preliminary planning issues that could be addressed in this DRMP/DEIS planning process.

In September of 2005, the BLM prepared a plan analysis for the CRVFO and the KFO DRMP/DEIS. This plan, used by the BLM ID Teams to initiate the planning process, highlighted anticipated planning issues internally developed by the teams. Based upon the lands and resources managed within the Planning Area, preliminary issues fell into 8 issue categories. The comments received during the scoping process were analyzed, and a Scoping Summary Report was finalized in August of 2007 (BLM 2007a). Four new issues were identified from public input during the scoping process. (See Table 1-4, Planning Issues Raised by Public Comment During Scoping.)

<b>Table 1-4 Planning Issues Raised by Public Comment During Scoping (Approximate Percent of Comments)</b>
<b>Travel Management and Transportation (19.7 Percent)</b>
Use of off-highway vehicles and all-terrain vehicles
Trail maintenance and access
Road maintenance
<b>Energy Development (13.9 Percent)</b>
Oil and gas development and environmental protections
Mitigation measures
Mineral extraction
<b>Lands and Realty (12.2 Percent)</b>
Land tenure and land sales and exchanges
Utility corridors
Restrict Development
<b>Special Designations (10.8 Percent)</b>
Areas of Critical Environmental Concern
Special Recreation Management Areas
Wilderness Study Areas/lands with wilderness characteristics
<b>Recreation (7.5 Percent)</b>
Manage for use by variety of recreationalists
<b>Wildlife (5.7 Percent)</b>
Protection of wildlife habitat
Sage-grouse and the effect of sagebrush steppe fragmentation
<b>Air Quality/Climate Change (4.9 Percent)</b>
Clean Air Act compliance and modeling
Plant species adaptation to climate change
Carbon emissions
<b>Vegetation (4.5 Percent)</b>
Spread of noxious weeds
<b>Urban Interface (4.5 Percent)</b>

<b>Table 1-4</b>
<b>Planning Issues Raised by Public Comment During Scoping</b>
<b>(Approximate Percent of Comments)</b>
Maintain rural and scenic qualities
Comply with county master plans
<b>Range Health/Upland Management (4.1 Percent)</b>
Management of grazing allotments and associated environmental impacts
<b>General Concerns (4.0 Percent)</b>
Continuation of multiple use management practices
<b>Water/Riparian (1.4 Percent)</b>
Grazing effects on riparian areas
Water quality impacts from oil and gas development
<b>Cultural Resources (.4 Percent)</b>
Preserve cultural resources

A planning issue statement was developed for each of the 12 planning issue categories. Each planning issue statement summarizes the issues and concerns discussed for each category during scoping. The 12 planning issue statements are:

**Travel Management and Transportation** -- How will transportation be managed so that natural and cultural resources are protected; so that motorized and non-motorized recreational opportunities are provided; so that user conflicts are reduced; so that route designations and closures are enforced; and so that public access is improved?

**Recreational Demand and Uses** -- How will recreation be managed so that recreation sites and trails, especially those in close proximity to communities, are maintained and improved; so that user conflicts are reduced; so that natural and cultural resources are protected; so that a variety of recreational opportunities are provided; and so that socioeconomic benefits are maximized?

**Lands and Realty** -- What opportunities exist to make adjustments to public land ownership that would result in greater management efficiency, in appropriate and agreeable levels of public access, and in increased public and natural resource benefits?

**Special Designations** -- Where will special management area designations be appropriate so that unique resources are protected; and how should existing special designations be managed so that natural and cultural resources are protected, and so that recreational opportunities and socioeconomic benefits are maximized?

**Wildland-urban Interface** -- How will BLM-managed public lands in wildland-urban interface (WUI) areas be managed so that benefits desired by the public are achieved, consistent with future resource and land use plans in neighboring communities?

**Energy Development** -- What areas should be open to energy development, especially to oil and gas leasing; and what restrictions/stipulations should be put in place so that cultural and natural resources are protected, and so that user conflicts are minimized?

**Rangeland Health/Upland Management** -- How will the BLM manage livestock grazing on public lands while, at the same time, protecting, managing, restoring, and using natural and cultural resources?

**Vegetation** -- What actions or restrictions will be needed so that dangerous fuel loading is reduced; so that the spread of noxious weeds and other undesirable plant species is controlled or prevented; and so that healthy forest ecosystems are maintained?

**Fish and Wildlife** -- How will uses and land management activities be managed so that terrestrial and aquatic habitats in a scattered land ownership pattern are maintained and improved under multiple-use land management requirements?

**Water/Riparian Resources** -- What measures will be implemented so that water resources, especially riparian areas and wetlands, are protected from the impacts of other uses?

**Sagebrush Habitat and Sagebrush-dependent Species** -- How will sagebrush habitat be managed so that continued habitat loss and fragmentation is reduced?

**Cultural Resources** -- How can the BLM protect and conserve cultural resources, and where do interpretation opportunities exist?

In order to better define the scope of the planning process for this DRMP/DEIS, as well as the development of the management alternatives, the planning issues were broken down into 2 groups. The first group is composed of 5 “Key Issues” (issues determined to have the greatest potential impact on the development of the proposed alternatives):

- Recreational Demand and Uses;
- Special Designations;
- Energy Development;
- Wildlife (Habitat Management); and
- Sagebrush Habitat and Sagebrush-dependent Species.

The second group is composed of “Other Issues” (issues determined to have a smaller degree of impact on the development of the proposed alternatives):

- Vegetation;
- Travel Management and Transportation;
- Lands and Realty;
- Wildland-urban Interface;
- Rangeland Health/Upland Management;
- Water/Riparian Resources; and
- Cultural Resources.

## **1.13 Issues Considered but Not Further Analyzed**

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The CEQ regulations state: “NEPA documents must concentrate on the issues that are truly significant to the action in question, rather than amassing needless detail.” The CEQ regulations also state that the agency should “identify and eliminate from detailed study the issues which are not significant or which have been covered by prior environmental review.” [Non-significant issues are identified as “non-significant” because they are: 1) outside the scope of the Proposed Action; 2) already decided by law, regulation, or other higher level decision; 3) unrelated to the decision to be made; or are 4) conjectural and not supported by scientific or factual evidence.]

During the scoping process, several issues were raised regarding issues that would not be addressed in the DRMP/DEIS because they are outside of the scope of this planning process, including administrative and policy issues and implementation issues. (Examples include a request that the BLM consider promoting family ranching, and a request that the BLM develop new recreation classifications.) Only a few comments on implementation issues were received (and most were requests for toilets at trailheads). One comment, a request urging the BLM to restrict or try to completely stop subsurface oil and gas, as well as other types of leasing, on National Forest System lands (and other non-BLM public lands), was received. This was considered a planning issue outside of the scope of a BLM planning process.